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FOREIGN SERVICE DESPATCH

FROM : The American Embassy, BONN

TO : THE DEPARTMENT OF STATE, WASHINGTON.

REF : Bonn's tel. to Department 2-183, June 9, 1959

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SUBJECT: BERLIN CONTINGENCY PLANNING - SURFACE ACCESS

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JUN 9 1959

AMEMBASSY BONN, GERMANY

LIMITED DISTRIBUTION

Enclosed is the final text of the Berlin contingency planning paper agreed upon by the Three Embassies in Bonn, subject to the approval of the Allied governments. The text completely replaces that forwarded under the cover of Bonn's D-183, June 9, 1959.

For the Ambassador:

William R. Tyler

Counselor of Embassy

Return

GER

Enclosure:

Berlin Contingency Planning Paper
on Surface Access (final text)

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June 15, 1959
From AmEmbassy BONN

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I. Agency Relationship

The following policies are based on the assumption that Soviet control personnel will be replaced at the checkpoints on the Berlin-Helmstedt road and rail routes by East German personnel who, in the capacity of agents acting for the Soviet Union, will seek to check travel documents of Allied personnel. They also envisage the possibility that East German personnel, acting as Soviet agents, may demand that Allied personnel have East German visas or other travel documents issued by the East German authorities instead of Allied movement orders which, with Allied identity documents, is also the documentation now required; and that attempts may be made to try to make Allied personnel submit to vehicle inspection, customs and currency controls, and pay tolls.*

A. Travel on the Autobahn

1. Entering the Soviet Zone

On arrival at the East German checkpoint at the entry to the autobahn in the Soviet Zone, the Allied traveller (the military convoy or vehicle commander, or the driver of a privately owned vehicle bearing a U.S. (British French) military license plate or West German plates for Allied personnel in the Federal Republic) should:

a. Present to the East German officials the same documents that were formerly shown to Soviet personnel, i.e., movement orders and identity documents; permit the East German officials to check these documents, and as Soviet officials have done in the past, stamp the movement orders to indicate the place, date and time of passage; proceed as usual if the East German officials do not attempt to exercise other forms of control.

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* To minimize the likelihood of women and children/trapped inside the Soviet Zone, their travel in private vehicles will be suspended when it appears evident that the Soviet Union is about to turn over control of the checkpoints on the access routes to Berlin to the East German authorities.

Women and children will travel instead either by Allied military trains or commercial/or military planes.

The Three Allied Commandants in Berlin are responsible for suspending and restoring private vehicular travel for women and children.

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b. If the East German officials seek to impose additional controls, e.g., inspection of vehicles, customs and currency controls, autobahn tolls, or if they offer special documentation for convoys and vehicles and visas for the occupants thereof, refuse to submit or accept additional documentation and insist upon passage as a matter of right; if this is not granted, turn back and report the matter to the military police at the U.S. (British, French) checkpoint.

2. Leaving or Transiting, the Soviet Zone

On arrival at the checkpoint at the exit from the autobahn in the Soviet Zone, or if required to submit to controls while transiting the autobahn, the Allied traveller (the military convoy or vehicle commander or the driver of a privately owned vehicle bearing U.S. (British, French) military license plates or West German plates for Allied personnel in the Federal Republic) should:

a. Present to the East German officials the documents already checked at the point of entry; proceed as usual if the East German officials do not attempt to exercise other forms of control;

b. If the East German officials seek to impose additional controls, refuse to submit and insist upon passage as a matter of right;

c. If passage is not granted, remain where he is for the time being and attempt to communicate with military headquarters or the U.S. (British, French) checkpoints by radio or other practicable means. The driver of a private vehicle in which there are occupants other than male members of the U.S. (British, French) armed forces or male civilian personnel employed by the U.S. (British, French) governments may, as a last resort, and after a minimum waiting period of 8 hours, submit under protest to the demands of the East German officials, continue travel, and leave the Soviet Zone. The military convoy or vehicle commander or the driver of a private vehicle in which all the passengers are either male* members of the U.S. (British, French) armed forces or male civilian personnel employed by the U.S. (British, French) governments will not submit to the demands of East German officials but wait for and comply with specific instructions handed down by U.S. (British, French) military headquarters. U.S. (British, French) checkpoint personnel will inform headquarters immediately of all instances of vehicles trapped on the autobahn inside the Soviet Zone. U.S. (British, French) military headquarters, in turn, will consult with the Embassy in Bonn and ensure that the necessary instructions actually reach the Allied personnel trapped inside the Soviet Zone.

* French position reserved.

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B. Travel by Military Train

1. At the East German Checkpoint

On arrival at the East German checkpoint, the train commander should:

- a. Present to the East German officials the same documents that were formerly shown to Soviet personnel, i.e., movement orders and identity documents; permit the East German officials to check these documents, and, as the Soviet officials have done in the past, stamp the movement orders to indicate the date, place, and time of passage; proceed as usual if the East German officials do not attempt to exercise other forms of control.

- b. If the East German officials try to impose additional controls, e.g., visas for passengers, laissez passers for trains, customs and monetary controls, tolls, etc., refuse to submit; if the East German officials try to board the train, bar their entry; insist upon onward passage as a matter of right. If this is not granted the train commander's action will depend on whether the train is travelling eastwards to Berlin (and consequently just entering the Soviet Zone) or westwards from Berlin (and consequently just about to leave the Soviet Zone). In the former case the train commander will demand that it be turned back and report the matter to the U.S. (British, French) military authorities. In the latter case he will have it remain where it is and attempt to contact the U.S. (British, French) military authorities by radio. He will then wait for and comply with specific instructions handed down by the U.S. (British, French) military headquarters.

2. Controls at Other Points in the Soviet Zone

If required to submit to East German controls at other points than the checkpoint in the Soviet Zone, the train commander should:

- a. Present to the East German officials the same documents shown at the checkpoint; proceed as usual if the East German officials do not attempt to exercise other forms of control.

- b. If the East German officials seek to impose additional controls, refuse to submit; if the East German officials attempt to board the train, bar their entry; insist upon passage as a matter of right. If passage is not granted the train commander's action will depend on whether the train has been stopped as it is entering the Zone from Berlin or whether it has been stopped inside the Zone. In the former case the train commander will demand that the train be turned back and report the matter to the U.S. (British, French) military authorities. In the latter case he will have the train remain where it is and attempt to contact U.S. (British, French) military authorities by radio. He will then wait for and comply with the specific instructions handed down by the U.S. (British, French) military headquarters.

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C. If the vehicle or train is forced to turn back, or trapped in the Soviet Zone or has to submit to further East German controls under protest, because it was trapped in the Zone, Allied representatives should be made immediately to the Soviet authorities (in the first instance probably in Berlin) and tripartite consideration should be given to making a probe or probes to determine whether the Soviets are prepared to use force or to permit the use of force to prevent passage of Allied vehicles and/or trains.

II. No Agency Relationship

The following policies are based on the assumption that the Soviet control personnel will be replaced at the check points on the Berlin-Helmstedt road and rail routes by East German personnel, who, although not acting as agents of the Soviet Union, will seek to control the travel of Allied personnel. They also envisage the possibility that East German personnel will seek to check Allied documents, demand that Allied personnel have East German visas or other travel documents issued by East German authorities; and that attempts may be made to try to make Allied personnel submit to vehicle inspection, customs and currency controls, and pay tolls.*

A. Travel on the Autobahn

1. Entering the Soviet Zone

a. Before departure the Allied traveller (the military convoy or vehicle commander, or the driver of a privately owned vehicle bearing a U.S. (British, French) military license plate or West German plates for Allied personnel in the Federal Republic) should ensure that he has a proper movement order prepared in triplicate, the copies of which will have been stamped at the Allied checkpoint, showing place, date, and time of passage. This movement order will closely resemble the present movement order and will be written in English, French, Russian, and German. There will be a single movement order for each movement bearing the name of the traveller with a list of passengers attached.

b. On arrival at the East German checkpoint at the entrance to the autobahn in the Soviet Zone, the Allied traveller will tear off one copy of the movement order, hand it to the East German officials, and proceed as usual if the East German officials do not attempt to exercise other forms of control.

* To minimize the likelihood of women and children being trapped inside the Soviet Zone, their travel in private vehicles will be suspended when it appears evident that the Soviet Union is about to turn over control of the checkpoints on the access routes to Berlin to the East German authorities.

Women and children will travel instead either by Allied military trains or commercial, military planes.

The Three Allied Commandants in Berlin are responsible for suspending and restoring private vehicular travel for women and children.

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c. If the East German officials should attempt to exercise any other form of control, e.g., examine the original movement order and stamp it, check identity documents, inspect vehicles, exercise customs and/or currency controls, demand the payment of tolls or if they should offer special documentation for convoys and vehicles and visas for the occupants, the Allied traveller should refuse to submit and demand passage as a matter of right; if this is not possible, turn back and report the matter to the military police at the U.S. (British, French) checkpoint.

2. Leaving and Transiting the Soviet Zone

a. On arrival at the East German checkpoint at the exit from the autobahn in the Soviet Zone, the Allied traveller should detach the second copy of the movement order, hand it to the East German officials, and proceed.

b. If the East German officials attempt to impose additional controls or demand any other form of documentation, either when the Allied traveller is transiting or leaving the Soviet Zone, he should refuse to submit and demand passage as a matter of right.

c. If the East German officials refuse to permit passage, the Allied traveller should remain where he is and attempt to obtain instructions from headquarters of U.S. (British, French) checkpoints by radio or other practicable means. The driver of a private vehicle in which there are occupants other than male members of the U.S. (British, French) armed forces or male civilian personnel employed by the U.S. (British, French) government may, as a last resort, and after a minimum waiting period of 8 hours, submit under protest to the demands of the East German officials, continue travel, and leave the Soviet Zone. The military convoy or vehicle commander or the driver of a private vehicle in which all the passengers are either male members of the U.S. (British, French) armed forces or male civilian personnel employed by the U.S. (British, French) government will not submit to the demands of East German officials but wait for and comply with specific instructions handed down by U.S. (British, French) military headquarters. U.S. (British, French) checkpoint personnel will inform headquarters immediately of all instances of vehicles trapped on the autobahn inside the Soviet Zone. U.S. (British, French) military headquarters, in turn, will consult with the Embassy in Bonn and ensure that the necessary instructions actually reach Allied personnel trapped inside the Soviet Zone.

* French position reserved.

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B. Travel by Military Train

1. Checkpoint Control

a. Before departure, the train commander will be given a single movement order (prepared in duplicate) bearing the name of the train commander with a list of all travellers on the Allied military train attached. The movement order will be written in English, French, Russian, and German and both copies will be stamped by Allied officials to show place, date and time of passage before the Allied military train crosses into the Soviet Zone.

b. On arrival at the Soviet Zone checkpoint, the train commander will detach the duplicate copy of the movement order and hand it to the East German officials.

c. If East German officials try to impose additional controls, e.g., examine the original document and stamp it, check identity documents, exercise customs and currency controls, or insist upon any other documentation such as visas for passengers and laissez passers for the train, the train commander will refuse to submit; if the East German officials attempt to board the train, their entry will be barred; the train commander will demand passage as a matter of right. If this is not granted the train commander's action will depend on whether the train is travelling eastwards to Berlin (and consequently just entering the Soviet Zone) or westwards from Berlin (and consequently just about to leave the Soviet Zone). In the former case the train commander will demand that it be turned back and report the matter to the U.S. (British, French) military authorities. In the latter case he will have it remain where it is and attempt to contact the U.S. (British, French) military authorities by radio. He will then wait for and comply with specific instructions handed down by the U.S. (British, French) military headquarters.

2. Control at Other Points

a. If the East German officials seek to impose controls at other points, the train commander will refuse to submit; if the East German officials attempt to board the train, their entry will be barred; the train commander will demand passage as a matter of right. If passage is not granted the train commander's action will depend on whether the train has been stopped as it is entering the Zone from Berlin or whether it has been stopped inside the Zone. In the former case the train commander will demand that the train be turned back and report the matter to the U.S. (British, French) military authorities. In the latter case he will have the train remain where it is and attempt to contact U.S. (British, French) military authorities by radio. He will then wait for and comply with the specific instructions handed down by the U.S. (British, French) military headquarters.

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C. If the vehicle or train is forced to turn back or is trapped in the Soviet Zone, or is forced to submit to controls under protest because it was trapped in the Zone, Allied representation should be made immediately to the Soviet Government and tripartite considerations should be given to making a probe or probes to determine whether the Soviets are prepared to use force or to permit the use of force to prevent the passage of Allied vehicles and/or trains.

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